DOCUMENT RESUME

ED 047 685 JC 710 073

AUTHOR Blackmon, John H.
TITLE Trustee Responsibilities for Community Colleges and Technical Institutes of the North Carolina Community College System.
INSTITUTION North Carolina State Board of Education, Raleigh.
PUB DATE 70
NOTE 47p.

EDRS PRICE EDRS Price MF-$0.65 HC-$3.29
DESCRIPTORS *Governance, *Governing Boards, *Junior Colleges, *Trustees
IDENTIFIERS *North Carolina

ABSTRACT

This manual was prepared to help trustees of North Carolina community colleges and technical institutes discharge their duties and responsibilities. The information concerns rewards and opportunities of trustees, standards and evaluative criteria for trustees, the law, and board meetings. It is useful to presidents, administrative staff, and faculty of the colleges in clarifying their relationship with trustees. It is intended that this manual be used in conjunction with North Carolina General Statute 115A. (Author/CA)

ED047685

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY

Trustee Responsibilities for COMMUNITY COLLEGES & TECHNICAL INSTITUTES of the North Carolina Community College System

By John H. Blackmon, Administrative Assistant to the Director

JC 710 073

UNIVERSITY OF CALIF.
LOS ANGELES

APR 12 1971

CLEARINGHOUSE FOR
JUNIOR COLLEGE
INFORMATION

State Board of Education
Raleigh, North Carolina

FOREWORD

This manual, oriented to the North Carolina Community College System, is prepared to assist trustees of community colleges and technical institutes in the discharge of their duties and responsibilities. Included is information concerning opportunities and rewards of trustees, standards and criteria for trustees, the law, board meetings, and the institution.

This manual should be useful also to the president, the administrative staff, and faculty in clarifying trustee-president, trustee-staff, and trustee-faculty relationships. Trustee duties and responsibilities cannot effectively be discharged unless the president, staff, and faculty of an institution are informed about these duties and responsibilities. The manual is designed to clarify these relationships and to assist trustees in their important role of enacting policy and seeing that policy is executed.

References to General Statute 115A and State Board of Education standards, rules and regulations have been included as well as references to appropriate literature in the field. It is intended that this manual be used in conjunction with General Statute 115A.

I. E. Ready, Director
Department of Community Colleges

August 1970

ACKNOWLEDGEMENTS

The author is grateful for valuable assistance in the preparation of this manual to Dr. Dewey A. Adams, Associate Professor, Adult Education at North Carolina State University; Dr. Edwin Beam, President of Caldwell Technical Institute; Mr. David Bland, President of Montgomery Technical Institute; Dr. Ben Fountain, Jr., President of Lenoir Community College; Dr. Gerald B. James, President of Rockingham Community College; and Dr. Ernest Parry, President of Forsyth Technical Institute.

Special recognition is given to Dr. I. E. Ready, Director of the Department of Community Colleges, for encouragement and assistance in developing the manuscript.

CONTENTS

I. OPPORTUNITIES AND REWARDS OF TRUSTEES 7

II. TRUSTEES AND THE COMMUNITY COLLEGE SYSTEM 8

A. Scope of the Trustee Effort 8

B. Role of the System 8

C. Role of the Institution 10

III. STANDARDS AND EVALUATIVE CRITERIA FOR TRUSTEES 10

A. Standards 11

B. Criteria 11

IV. TRUSTEES AND THE LAW—ORGANIZATION AND OPERATION OF THE BOARD 12

A. Chartered Institution 12

1. Selection of Trustees 12
2. Terms of Office of Trustees 12
3. Powers and Duties of Trustees 13

B. Contracted Institution 14

V. POLICY ENACTMENT BY TRUSTEES 16

VI. BOARD MEETINGS 18

A. Agenda 18

B. Organization and Schedule of Meetings 19

VII. TRUSTEES AND THE INSTITUTION 20

A. Trustees and Standards and Accreditation 20

1. Standard and Evaluative Criteria 20
2. Accreditation 21

B. Trustees and the President 22

1. Selection and Hiring 22
2. President-Trustee Relationship 24

CONTENTS

C. Trustees and Administrative Staff and Faculty 25
1. Trustee, Administrative Staff and Faculty Relationships 26
2. Fringe Benefits 27
3. Employment Policies 27

D. Trustees and the Students 29
1. Over-all Responsibility of Trustees 29
2. Student Conduct 30

E. Trustees and Educational Programs 30

F. Trustees and Financial Management 32
1. Methods of Financing 33
2. Institutional Budgets 33
3. Payments of Funds to and Disbursement of Funds by Institutions 34
4. Surety Bonds 34
5. Insurance 35
6. Workmen's Compensation 35
7. Purchase of Annuity or Retirement Income Contracts 35

G. Conversion of Institutions 36

H. Trustees and Facilities 37
1. Land 37
2. Buildings 37
3. Equipment 38

I. Trustees in Time of Campus Crisis 38

VIII. CONCLUSION 40

APPENDIX A 41

APPENDIX B 46

TRUSTEE RESPONSIBILITIES

I. OPPORTUNITIES AND REWARDS OF TRUSTEES

Opportunities for trustees to be of service to many thousands of people whom the institution serves are numerous and rewarding. Trustees have the opportunity to stimulate local interest and progressive improvement of the institution. Their influences will long be felt.

Trustees acquire interest in and understanding about the institution by participating in decisions that only they can make. Such participation provides many opportunities for trustees to educate the citizenry about the institution and its overall program.

In remarks made by Dr. Dallas Herring, Chairman of the State Board of Education, to the trustees of the North Carolina Community College System, the opportunities and rewards of trustee service were vividly stated in terms of his own experience. Excerpts from these remarks follow:

"It is a high public duty to which we are called. It is an exacting, a demanding, a challenging and a time consuming duty, but it is certainly not without its rewards. It would be difficult for me to attempt to catalog all of the many experiences of personal satisfaction that have been mine during these years. The chance to know and to work with so many capable and earnest people who love their communities and their State would rank high among these rewards of volunteer service and I am sure you have sensed this in your own experiences. But perhaps the greatest reward of all is the knowledge that by thinking and planning and working together we have opened new doors of opportunity to tens of thousands of people in North Carolina—people who do not know us personally and never will and who seem hardly aware that these doors were not always there, wide open and beckoning them on to greater achievement, to higher thoughts and nobler deeds. . . .

"The work in which you and I are engaged as citizens of North Carolina is not in the writing, but in the making of history today. I invite you to think of your duty as trustees in this realistic, if somewhat lofty context, because the impact of your efforts will change the course of our history to the extent that you succeed with what you have undertaken to do. Make no mistake: yours is the greatest single opportunity facing the State. . . .

"The goal of the Community College System must be as comprehensive as the needs of our students are. If this is not understood,

then it is our duty to make it clear, so that it will be understood. We must support policies which will open all of these doors to all of the people who can walk through them with any degree of promise to themselves and to the State."[1]

By providing sound policies and seeing that these policies are executed, trustees of community colleges and technical institutes have unexcelled opportunities for being of service to the people of North Carolina. By helping people who want to improve their general education or occupational skills or people who want the first two years of college level studies, trustees are helping themselves, their State, and their nation.

II. TRUSTEES AND THE COMMUNITY COLLEGE SYSTEM

A. Scope of the Trustee Effort

In January of 1970 there were 53 community colleges and technical institutes in the North Carolina Community College System with an enrollment of over 240,000 students for the 1968-1969 school year. These institutions were served by 572 trustees who have local responsibility for operating and equipment expenditures totaling over $56,000,000 in the fiscal year 1969-70. In addition, since 1959, institutional trustees have been responsible for expenditures of local, State, and federal construction funds of over $71,000,000.

B. Role of the System

One of the first and most important duties of a trustee of a community college or technical institute is that of becoming familiar with and committed to the purposes and objectives of the Community College System.

The State of North Carolina, through legislative action and through State Board of Education policy decisions, has assigned to the institutions in the North Carolina Community College System, whether named community colleges or technical institutes, a specific role in the accomplishment of certain broad educational objectives found to be necessary for the common welfare of the people of the State. Along with the roles assigned to the public schools and to the four-year colleges and universities, the Community College System makes possible the realization of the concept of total education opportunity.

---

1. Dallas Herring, *Remarks to the Trustees of the North Carolina Community College System*, High Point, North Carolina, May 11, 1966.

The purpose of the North Carolina Community College System is to fill the gap in educational opportunity between high school and the senior college and university. In carrying out this role, the system of technical institutes and community colleges offers academic, cultural and occupational education and training opportunities from basic education through the two-year college level, at a convenient time and place and at a nominal cost, to anyone of suitable age who can learn and whose needs can be met by the institutions within the system.

Consistent with this purpose the following goals have been established to guide long-range planning:

1. To open the door of each institution to all persons of suitable age, who show an interest in and who can profit from the instruction offered, with no individual denied an educational opportunity because of race, sex, or creed.
2. To provide a variety of quality post-secondary educational opportunities at less than baccalaureate level and consistent with the abilities, desires, and needs of the students to fit them with the skills, competencies, knowledge, and attitudes necessary in a competitive society.
3. To provide for industry, agriculture, business, government, and service occupations the pre-service and in-service manpower training that requires less than baccalaureate level preparation.
4. To provide specific training programs designed to assist in fostering and inducing orderly accelerated economic growth in the State.
5. To provide activities and learning opportunities which meet the adult educational and community service needs of the residents of the community served by an institution.
6. To direct the resources of the Community College System toward a search for solutions to urgent community problems.
7. To provide, in both curriculum and non-curriculum programs, the education needed to assist individuals in developing social and economic competence and in achieving self-fulfillment.
8. To improve the services of the institutions and the quality of the education and training opportunities through constant evaluation and study.

The accomplishment of these goals requires understanding of and commitment to the role assigned to the system, including especially the significance of the open door admission policy with selective placement in programs, provisions made for student retention and follow-up, comprehensive and balanced curriculum and extension offerings, and instruction adapted to individual student needs. It

also requires that each institution develop fully its understanding of the unique educational needs of its own service area; that it adapt its educational programs accordingly; and that it maintain effective correlation with the public schools, with four-year colleges and universities, and with employers of manpower in the area.

C. Role of the Institution

It is also essential that trustees understand and commit themselves to the unique role of their institution as defined by the State Board of Education:

The Community College System has been established to fill a broad educational opportunity gap between the high schools and the four-year colleges and universities. The filling of this gap requires open door admission of both high school graduates and others who are eighteen years old or older but not high school graduates. The door is also open to the school drop-out between 16 and 18 years old, providing that his needs can best be served in one of these institutions rather than in the public schools. The provision of educational opportunity for this range of student abilities and needs requires occupational and general education offerings, including college level, high school level, and elementary level studies.

The carrying out of this responsibility assigns a unique role to the institutions in the Community College System, which role is fundamentally different from the more selective role traditionally assigned to four-year colleges and universities. Because of this, for a community college to aspire to become a four-year college would not represent normal growth, but would destroy the community college role and replace it with an entirely different type of institution.

The State Board of Education is completely committed to maintaining the unique, comprehensive role of the institutions in the Community College System, and is opposed to any consideration of a community college as an embryonic four-year college.

III. STANDARD AND EVALUATIVE CRITERIA FOR TRUSTEES

A primary function of this manual is to explain the standards and criteria as related to the duties and responsibilities of the trustees of community colleges and technical institutes. The following standards and evaluative criteria for trustees are recommended:

A. Standards

The trustees are appointed and function under the provisions of Chapter 115A (as amended), General Statutes of North Carolina. Within these provisions of law and policies, regulations, and standards adopted by the State Board of Education, the trustees are the policy-making body of the institution consistent with the role assigned the institution, with a clear differentiation between the policy-making functions of the trustees and the responsibility of the president for administering these policies.

B. Criteria

In order to be of greatest service to the institution, each trustee must meet the following criteria:

- Possess a copy of GS 115A, "The Community College Act."
- Be familiar with the responsibilities and duties of the trustees as set forth in GS 115A, and function within the framework of the statute.
- Be familiar with and function within the framework of the State Board of Education policies, standards, and regulations and Department of Community Colleges administrative procedures.
- Attend regular and special meetings of the board.
- Understand and support the role of the Community College System and the institution.

To make the greatest contribution the board of trustees must meet the following criteria:

- Board officials must be elected to organization positions as defined in GS 115A, and a designated number of members present be officially established as a quorum.
- The board must have an operational manual with a set of by-laws which are consistent with the philosophy, purpose, and objectives of the Community College System and the institution. The operational manual gives direction to the policies which the trustees approve.
- An agenda must be prepared for each board meeting.
- Proper and permanent minutes must be kept by the secretary to the board of trustees.
- The board must study and differentiate between policy-making functions and administrative functions.
- The chief administrative officer of the institution must be vested with administrative power and given freedom to implement the board policies.
- The board must elect administrative staff and faculty only upon recommendation of the chief administrative officer.

- The board must provide for adequate long-range planning and for securing adequate financial support for the institution, and formally approve the institutional budget.
- The board must recognize its responsibility in determining the policies which regulate the business affairs of the institution, and study and utilize the annual audit reports.

(See Appendix A for a comprehensive listing of evaluative criteria for trustees. Trustees may use this instrument to rate themselves and their board.)

IV. TRUSTEES AND THE LAW — ORGANIZATION AND OPERATION OF THE BOARD

A. Chartered Institution

General Statute 115A 7-14 sets forth the legal basis for the organization and operation of a board of trustees of a community college or chartered technical institute and outlines in detail matters relating to selection, term of office, compensation, organization, meetings, basis for removal, powers and duties of trustees.

The law provides that each community college and chartered technical institute shall have a board of trustees comprised of twelve members. Manner of election, term of office, compensation, meetings, powers, duties, functions, and other matters related to trustees are specified by law.

1. Selection of Trustees (G.S. 115A-7)

The twelve-member board of trustees for each community college and chartered technical institute is selected as follows:

Group one—four members are "elected by the board of education of the public school administrative unit located in the administrative area of the institution. . . ."

Group two—four are "elected by the board of commissioners of the county in which the institution is located. . . ."

Group three—four are "appointed by the Governor."

2. Terms of Office of Trustees (G.S. 115A-8)

The law specifies that the terms of office of trustees shall be eight years, except that in the beginning "terms of the members of each board shall be so set by the selecting agencies that the term of a member in each group in G.S. 115A-7(a), shall expire on June 30 of every other year, the shortest term to expire on June 30 of the next odd numbered year following the date the board of trustees is estab-

lished. Thereafter, all terms shall be eight (8) years and shall commence on July 1."

3. Powers and Duties of Trustees (G.A. 115A-14)

The authority of each board of trustees is exercised as a board. No individual member or committee has any authority except as delegated by the board as a whole, with such action later approved by the board and recorded in the minutes. Trustees have powers and duties as specified by law and as delegated by the State Board of Education. While their actions must be consistent with State Board policies and regulations, there are many areas in which the State Board has left decisions to the discretion of local boards of trustees. The following powers are specified by law for trustees of chartered institutions:

1. "To elect a president or chief administrative officer of the institution for such term and under such conditions as the trustees may fix, such election to be subject to the approval of the State Board of Education.
2. "To elect or employ all other personnel of the institution upon nomination by the president or chief administrative officer, subject to standards established by the State Board of Education.
3. "To purchase any land, easement, or right-of-way which shall be necessary for the proper operation of the institution, when such site has been approved by the State Board of Education, and, if necessary, to acquire land by condemnation in the same manner and under the same procedures as provided in Article 2, Chapter 40 of the General Statutes. For the purpose of condemnation, the determination by the trustees as to the location and amount of land to be taken and the necessity therefor shall be conclusive.
4. "To apply to the standards and requirements for admission and graduation of students and other standards established by the State Board of Education.
5. "To receive and accept private donations, gifts, bequests, and the like and to apply them or invest any of them and apply the proceeds for purposes and upon the terms which the donor may prescribe and which are consistent with the provisions of this chapter and the regulations of the State Board of Education.
6. "To provide all or part of the instructional services for the institution by contracting with other public or private educational institutions of the State, according to regulations and standards adopted by the State Board of Education.
7. "To perform such other acts and do such other things as may be necessary or proper for the exercise of the foregoing spe-

cific powers, including the adoption and enforcement of all reasonable rules, regulations, and bylaws for the government and operation of the institution under this chapter and for the discipline of students."

Compensation, meetings, functions, and other matters related to trustees are specified by G.S. 115A.

B. Contracted Institution

A contracted technical institute, provided for in amendments to G.S. 115A-5 by the 1967 and 1969 General Assemblies, has an eight-member board of trustees and operates under a contractual agreement between the State Board of Education and the local board of education. Four members of this eight-member board of trustees are appointed by the local board of education and four members are appointed by the county commissioners. All appointments are made in accordance with General Statute 115A.

The amendment to G.S. 115A-5 providing for such an institution reads:

"The State Board of Education is authorized to enter into agreements with county and city boards of education, upon approval by the Governor and the Advisory Budget Commission, for the establishment and operation of extension units of the Community College System. The State Board is further authorized to provide the financial support for matching capital outlay funds and for operating and equipping extension units as provided in this chapter for other institutions, subject to available funds.

The term "extension units" as used in the above amendment to the law is synonymous with the term "contracted technical institutes."

Trustees of the contracted technical institute have authority as follows:

Authority of the board of trustees of the extension unit (contracted technical institute)

1. Election of the chief administrative officer of the extension unit (president), subject to approval of the State Board of Education.
2. Approval of the recommendations of the chief administrative officer of the extension unit, consistent with State Board of Education policies, as follows:
   - Election, salaries, and terms of employment of staff members.
   - Curriculum and extension programs for which State Board approval is to be sought.
   - Requisitions for equipment and library books.

- Rules and regulations concerning students.
- Budgets for local funds to be presented to the sponsoring board of education for approval.
- Other fiscal matters that may be delegated to the board of trustees, including administration of State funds.
- Plant repair and maintenance matters.
- Awarding, in the name of the extension unit, of degrees, diplomas, and certificates, as such authority may be authorized by the State Board of Education.

3. Approval of plant building plans to be submitted to the local board of education and the State Board of Education for approval.
4. Promotion of cooperative relationships with the State Board of Education, the local board of education, the county commissioners, and with other groups and individuals. Hold joint meetings at least once each year with sponsoring board of education.
5. Initiation, with the approval of the local sponsoring board of education and the local county commissioners, of any application to go to the State Board of Education for independent institution status.

Trustees of contracted technical institutes are not a body corporate and do not hold title to property. Powers and duties of such trustees are as defined in previous paragraphs rather than as defined in General Statute 115A-14. Trustees of contracted technical institutes are, however, governed by General Statute 115A with regards to terms of office, commissioners for special purpose, compensation, organization, meetings, and removal from office, and all other directives contained in General Statute 115A relative to the duties and responsibilities of trustees.

It is incumbent upon all trustees whether of a chartered or contracted institution, to familiarize themselves and comply not only with G.S. 115A which provides the legal basis for the establishment and operation of community colleges and technical institutes, but with all laws enacted by the General Assembly that affect institutions of the Community College System. A compilation of the principal constitutional and statutory provisions governing higher education in North Carolina in force on January 1, 1970 is contained in a publication entitled **North Carolina Constitutional and Statutory Provisions With Respect to Higher Education,** published by the Institute of Government, The University of North Carolina at Chapel Hill. A summary of new legislation enacted by the North Carolina General Assembly affecting community colleges and technical insti-

tutes may be obtained from the State Department of Community Colleges.

V. POLICY ENACTMENT BY TRUSTEES

George L. Hall, Director of the Midwest Junior College leadership Program, states that "trustees of new colleges should insist at the beginning that policies and procedures be developed as they proceed down the road in the conduct of the college business. The first piece of business after a board is organized should be the adoption of bylaws and rules of order and then the board should proceed, in an orderly fashion, to develop written policies. In this manner the task of the trustees is made much easier and certainly more effective, and the written policies may then be transmitted to all concerned so that they may be understood and not wondered about."[2] (See Appendix B)

A board of trustees of a community college or technical institute is an agency created by and operating under State laws and has the responsibility for the enactment of policies and procedures for such institutions. These policies and procedures must be consistent with General Statute 115A, State Board of Education policies, standards, and regulations, and Department of Community Colleges administrative procedures. Hall states that "policy exists at all levels in any organization. All policy, obviously should be in harmony with the policy directly above it."[3]

It is a responsibility of the trustees to see that the institutional role and purposes are consistent with the role and purposes of the Community College System and that educational programs are provided accordingly. The board of trustees of each institution should file with the Director of the Department of Community Colleges, and incorporate in the official institution catalog, a statement of philosophy (role of the institution) outlining the purposes and objectives of the institution and setting forth educational programs consistent with the definition and legal functions of the institution.

Trustees are responsible for assuring that the faculty, student personnel services, organization and administration, educational programs, financial management, and physical facilities are in keeping with the institution's role and purposes and that they meet State approved standards. In short, trustees have final responsibility for providing policies giving direction to the total institutional program.

---

2. George L. Hall, *Ten Commandments for College Trustees,* Junior College Journal, April 19, 1966. Vol. 34.
3. Ibid.

Trustees are representatives of the community which the institution serves, thus they have responsibilities both to the community and to the institution.

Hamlin emphasizes the responsibilities of school boards in the policy-making process. He states that "a school board has only two responsibilities: (1) to enact policy and (2) to see that policy is executed. Professional educators employed by the school system also have two responsibilities relative to school policy: (1) to advise about policy and (2) to execute policy."[4]

A primary responsibility of boards of trustees is that of enacting policy. In addition to the criteria previously mentioned, the following minimal guides should be observed in the policy-making process:

- A board of trustees must understand its responsibility for policy making and know State and Federal laws dealing with community colleges and technical institutes; State Board of Education policies, standards and regulations; and departmental procedures within which it can function. Along with this responsibility, the board must know the institutional role and purposes, and provide policies accordingly.
- Policies must be comprehensive, just as the institution is comprehensive, supporting an open-door policy to all the people who can profit by what the institution has to offer.
- There should be a general understanding that policy proposals from any source will be welcomed, heard, and considered by the board. Included are information and recommendations from students and student organizations, staff and faculty members, and staff and faculty organizations. Board procedures for hearing from such individuals or organizations should be well defined.
- In order that professional educators of the institution might effectively discharge their duties in the policy making process, special provision must be made for organization of the professional and non-professional staffs of the institution for proper participation in policy development.
- Special provision, including well-defined institutional procedures, must also be made for student participation in the policy-making process.
- Institutional policies enacted by the trustees should be organized into a policy manual. There should be wide dissemination of policy information to all concerned.
- Trustees must support the administration in the execution of policies.
- In all matters pertaining to the institution and the enactment of policies, trustees should act as a unit.

---

4. Herbert H. Hamlin, *Citizen Participation in Local Policy Making for Public Education*, College of Education, University of Illinois, 1960.

VI. BOARD MEETINGS

Preparation for board meetings is one of the more important responsibilities of a president. He must plan thoroughly, coordinate with his administrative staff and faculty, and take such other precautions as may be necessary to assure a productive meeting. Responsibility may be shared with the chairman of the board, but the president must take the initiative. Only one person, the president, or someone designated by him, should make reports to the board. This is not meant to imply that only the president should report to the board, but that all reports should be made at his request.

It is important that reports made to the board give a clear overview of the institution, along with immediate problems requiring trustee action. In addition to a detailed financial report, often presented by the business manager, the president should make an annual report to include such items as new members of the board, general status of the institution, plans for future development, overall financial situation, faculty and staff, campus improvements, new projects, educational programs, and the student personnel situation.

Although board meetings are open to the public, there may be occasions when the board will be dealing with personnel or other matters of a private nature. When this happens, it may be desirable for the board to go into executive session.

A. Agenda

In order that trustees may be informed relative to the items to be considered, an agenda should be prepared in advance and mailed to every member. Trustees should not be expected to vote on items with which they are not familiar. It is essential that matters for consideration be organized and scheduled so that the board members devote their time to important matters. Board members should be informed by written or oral reports on all important matters concerning the institution. Otherwise, their services are limited.

"The carrying out of these executive and public activities is a delicate and time-consuming task, requiring qualities of efficient and perceptive understanding. But the true locus of the president's authority and responsibility lies . . . in his duty to organize the agenda for meetings of the trustees and to take the initiative in bringing necessary information to their individual and collective attention. Most important of all in this is his leadership with respect to the educational programs of the college. Suggestions as to what should be included on the agenda and what policies should be adopted may come from many sources . . . Regardless of source, the selection and

timing of subjects for the agenda is the president's job, and to this material he is expected to add his own personal interpretations and recommendations."[5]

B. Organization and Schedule of Meetings (G. S. 115A-12)

In accordance with the law, the board must elect a chairman and a vice-chairman from its membership at its first meeting. Also, a secretary must be elected who need not be a member of the board. Often the president of an institution serves as secretary. Presidents and boards should encourage the board secretary to bring a stenographer to the board meeting to keep the records.

Trustees must meet at least every three months. In most cases, trustees for newly established institutions will need to meet monthly, and in some cases, more often. A regularly scheduled meeting date, time, and place should be followed. Irregular and poorly planned meetings discourage trustees from performing their duties. Board meeting dates are normally published and set at regular intervals so that trustees can make their plans accordingly. When attendance is impossible due to an emergency, the president should be notified. Properly conducted meetings with a well-organized board are a responsibility of all trustee members.

Sometimes board action can be expedited by the appointment of standing committees, such as an executive committee, building committee, finance committee, and personnel committee. Many authorities prefer action by the board as committees of the whole, rather than as standing committees. Also, it has been found that certain boards function more effectively by the appointment of ad hoc committees rather than standing committees. In either case, the organizational structure, the manner of appointment, and the functions of such committees should be specified in the bylaws.

All committees, regardless of type, must keep the board informed of their actions so that every member will be well acquainted with the major matters to be considered.

As indicated earlier, an operational manual for the board should be prepared containing policies and procedures, and the bylaws should specify a designated number of trustees to be present officially to establish a quorum.

---

5. Beardsley Ruml and Donald H. Morrison, *Memo to a College Trustee* (New York: McGraw-Hill Company, Inc., 1959) p. 4.

VI. TRUSTEES AND THE INSTITUTION

Trustees of community colleges and technical institutes occupy strategic positions in North Carolina's total educational program. There is no comparable group in the State's educational structure that has such a broad range of opportunities for affecting the lives of adults. Trustees have no "axe to grind," no vested interests, no financial rewards—only the exciting and challenging job of providing educational opportunities for adults (not heretofore available).

Trustees are servants not only of their communities but of the State also. By virtue of being a member of a system of Statewide institutions, they must never lose sight of their responsibility to push education forward on a unified Statewide basis. They should strive to improve that which already exists and to create new educational opportunities to meet the needs of an ever-changing society.

In order to be of greatest assistance, trustees must understand their broad responsibilities to their institution and to their State. They must understand the role and purposes of the institution and enact policies in support of such role and purposes. Also, when necessary, trustees must not hesitate to request that additional local taxes be levied in support of the institution. These are public institutions where adequate local support is both a legal and moral responsibility of the local board of trustees. Trustees should not be apologetic about performing this duty.

Trustees also have certain responsibilities concerning standards and accreditation, the president, the administrative staff, the faculty, the students, educational programs, financial management, land, buildings and equipment, and the campus in time of crisis.

A. Trustees and Standards and Accreditation

1. Standards and Evaluative Criteria

Standards and evaluative criteria to assist institutions to achieve and maintain a minimum level of quality in their total educational programs have been adopted and published by the State Board of Education. Standards and criteria have been developed for the following major aspects of an institution's operation:

Philosophy and Purpose
Educational Programs
Faculty
Learning Resources Center
Student Personnel Services
Physical Facilities

Organization and Administration
Financial Management and Resources

The comprehensive evaluation program for an institution includes two procedures:

- An institutional self-study, conducted by each institution in the system, using as a guide two decuments: "Manual for Institutional Self-Study" and the "Standards and Evaluative Criteria," both published by the Department of Community Colleges. In the first evaluation, the institution has the option of completing a status study report instead of an institutional self-study. The status report can be completed in a relatively short period of time and is designed for new, developing institutions.
- A follow-up evaluation visit of each institution by a committee composed of knowledegable persons from other institutions in the System, the Department of Community Colleges, and other educational agencies in the State. This visiting committee checks the validity of the institutional self-study report or status-study report and applies the standards and evaluative criteria which have been developed. A committee report is written which includes recommendations for improvement.

Participation in a self-study and a follow-up evaluation visit by a committee as outlined in the "Standards and Evaluative Criteria" for community colleges and technical institutes is one of the first steps an institution should take toward improving academic excellence, a perpetual goal of any community college or technical institute. State Board of Education policy requires that institutions meet the standards which have been set in order to continue to receive State Board approval of new educational programs.

Trustees should understand and support standards and evaluative criteria by which the academic excellence of their institution is measured.

2. Accreditation

Since it seemed desirable and necessary to have some criteria by which to judge academic performance other than on a local or Statewide basis, six regional accrediting agencies have been developed. The Southern Association of Colleges and Schools is the accrediting agency for institutions within the North Carolina System. The State standards and evaluation program may be used as a means toward seeking regional accreditation which is voluntary.

Even though accreditation by a regional agency or specialized accrediting agencies for particular programs signifies a certain academic standing for the institution or program, it does not mean the institution or program has reached full potential. It only signifies

that certain minimum standards have been met. There is still need for continued growth and development.

Trustees should inform themselves fully and encourage institutional compliance with State standards, regional accreditation, and accreditation standards for certain programs.

Note: Procedures are being developed for possible State accreditation at the time of this writing. These procedures would extend the present evaluation program to formal accreditation.

B. Trustees and the President

1. Selection and Hiring

Trustees are responsible for the selection and hiring of a president, subject to the approval of the State Board of Education.

With regard to the qualifications and election of a president, the following should be observed:

As chief administrative officer, the president is responsible for the entire operation of the institution. His competence and his personality will establish in the community the "image" of the institution. Trustees should not be satisfied with less than the best that can be secured. By law, the person holding this position must be approved by the State Board of Education. In general terms, the president should have the following qualifications:

- Understanding of and commitment to the unique nature and role of the institution.
- Demonstrated administrative ability and personal fitness for the position.
- Educational background substantially beyond the master's degree level with the earned doctorate preferred. The new candidates for president of institutions who do not hold at least a master's degree will not be approved except in exceptional cases when such action is deemed justifiable by the State Board of Education. Successful experience in an administrative capacity in a similar institution, or in some other type of educational system or institution, which experience can be considered the equivalent, is necessary. Strong preference should be given to individuals with previous experience in the North Carolina Community College System.

In view of the primary role of the president in guiding the institution in the accomplishment of its purpose, it has been stated that the election of a president is probably the most important duty assigned to trustees.

In most cases, in order to conserve the time and energy of board members, a representative selection committee should be appointed

to review credentials and interview prospective applicants. The Head of the Adult Education Department at North Carolina State University, where an Internship Program for training technical institute and community college administrators is operated, may be able to furnish prospects for presidential and other administrative openings. Also, a listing of prospective personnel is maintained in the State Director's office. In many instances, administrative or other personnel from institutions within the Community College System and personnel from public and private institutions as well as personnel from the secondary school system apply for presidential positions. The selection committee should give wide publicity to the position vacancy, and seek suggestions from regional and national sources.

While the committee is in the process of screening candidates and before any selection is made, close contact should be maintained with the Director, State Department of Community Colleges. He is in a position to know the type of person the State Board of Education will most likely approve, and can help to avoid mistakes in this important step.

The selection committee must be willing to devote time and energy to its important task. It will very likely need secretarial assistance. Once the committee makes a selection which is acceptable to the local board, the name of the proposed candidate should be submitted to the Director of the Department of Community Colleges for State Board of Education approval. No commitments should be made or announcements made of any prospective president until final State Board approval has been given.

It will be necessary for the selection committee to apprise themselves, not only of the qualifications required and other desirable traits sought after in a president, but of the State salary schedule for presidents. Salaries are established according to institutional size, degree held, and experience rating.

Since salary schedules are subject to change, a current salary schedule for presidents should be obtained from the Director of the Department of Community Colleges. It is recommended that, whenever possible, trustees supplement the State salary with local funds.

Finally, when the trustees are selecting a president, even though the trustees and the State Board of Education have final authority, provision should be made in on-going institutions for staff, faculty, and student participation. It is only right that the staff, faculty, and students have a voice in selecting their chief administrative officer if harmonious relationships are to develop.

2. President-Trustee Relationship

Another important aspect of the president-trustee relationship has to do with the board's relationship to other administrative officers of the institution. The president must not be by-passed by the board in its dealings with the institution.

"That the president is virtually the sole or at least the responsible means of communication between the board and the rest of the institution is administratively sound, if for no other reason than that any other system is worse . . . For a board to give to subordinate administrative officers independent access to it or to seek information except through the president are sure ways to undermine the administrative authority of the president; and, ultimately, the board's confidence in him. Nothing will make an institution quiver to its foundations more quickly than evidence or rumor that the board relies more confidently upon someone else than it relies upon the president."[6]

If the president is to function as a competent leader for the institution, a mutual, friendly president-trustee relationship must be established. Mutual trust is the key to a successful president-trustee relationship.

In discussing the president's responsibility to keep trustees informed, Harold Manor states:

> A major factor in determining the level of effectiveness of the working relationship between the president and his board of trustees is the desire and the will to work together. This requires mutual confidence. There is confidence on the part of the board when the president is appointed, and it is up to the president to justify the constant renewal of this confidence until it is of such long standing and of such high order and of such mutuality that there is no question of intention or of the approach of either the board or the president on any matter which comes before them.
>
> One of the effective ways of gaining the confidence of the board is to see to it that they are well informed. Board members must have in their possession the following materials:
>
> - Written statutes . . .
> - Regulations of the State Department of Education (State Board of Education)
> - Purposes of the institution
> - Policies of the board of trustees (These must define the role of the policy-makers and administrators.)
> - Administrative directives or bulletins
> - Handbooks—Board of Trustees, Faculty, and Staff

6. Harold W. Stoke, *The American College President*, New York: Harper & Brothers, Publishers 1959.

- Job descriptions and classifications
- College publications—catalogue, bulletins, college paper, college annual, brochures describing special programs, studies and reports, student handbook
- Budget and financial reports from the college and from the State . . .

Relevant information clearly understood is mandatory if intelligent and wise decisions are to be forthcoming from board deliberations.

There are so many facts, so much to know, and so little time! True, and just for this reason, the business of informing the trustee is an important technical problem for the president and for his staff. The task must not be neglected, since facts and information alone will not accomplish your purpose.[7]

This president-trustee relationship can be further enhanced by the organization of a local workshop for trustees. Manor states that in addition to an annual workshop for trustees at the State level, "local workshops for the trustees should be conducted primarily by the president at sessions held other than at regular board meetings. Resource persons from the State Department of Education staff and members of the college staff can be utilized when needed. Topics such as budget formation, cash control, purchasing, inventory, a program of long-term development, local policy analysis, review of educational specifications, negotiations, public relations, etc., should be covered in these workshops."[8]

A final point in the president-trustee relationship concerns the handling of complaints. There should be astablished by each board a complaint procedure which will insure that the president will first have an opportunity to hear and handle complaints.

C. Trustees and Administrative Staff and Faculty

The election and employment of an administrative staff and faculty is a responsibility assigned to trustees by law. Other than the president himself, the law states that the trustees must "elect or employ all other personnel of the institution upon nomination by the president or chief administrative officer, subject to standards established by the State Board of Education." (G.S. 115A-14)

Institutions in the North Carolina Community College System are unique among educational institutions in the nature of training and the duties required of staff members. While there are certain

7. Harold Manor, *The Two-Year College President: Roles and Functions*, The University of North Carolina at Charlotte, Charlotte, North Carolina, July 1968, p. 14.
8. *Ibid*, p. 17.

similarities in functions, these institutions are not like the high schools where staff certification requirements are appropriate, or like four-year academic colleges and universities where advanced degree requirements are paramount.

There are, however, certain characteristics that are essential. The first is understanding of and unswerving commitment to the unique role of the institution. Another is ability to work with and for both individuals and groups in order to make the institution truly community centered. A third necessary characteristic is the desire and ability to help each student find his place and achieve his full potential, whatever that may be.

A suggested organization chart on page 28 is set up as an illustration of an orderly designation of funcitional areas in an institution. The chart is designed to show the areas of responsibility of all administrators to include the staff areas each one supervises and co-ordinates. The organizational chart is suggestive only, thus allowing each institution to develop its own pattern of organization.

Within the State salary standards established by the State Board of Education with possible local supplements, trustees are responsible to provide adequate and equitable salaries for all employees of the institution.

In addition to the above and consistent with State Board of Education policies, trustees should enact local policies that will encourage professional growth of the administrative staff and faculty through continued education and training.

1. Trustees, Administrative Staff and Faculty Relationships

Probably the most important duty an administrative staff or faculty member can perform for a board of trustees is that of understanding and supporting the role of the institution.

Once an administrative staff and faculty have been employed, perhaps the most important way trustees can assist is by the formulation and enactment of adequate policies and by their faithful attendance and participation in board meetings. In general, the administrative staff and faculty, under the direction of the president, are responsible for providing leadership for institutional development and growth.

There must be appropriate communication between the administrative staff and faculty and the trustees. "Appropriate" means that trustees and administrative staff and faculty must understand their respective roles and the duties and responsibilities of each must be respected. The trustees are responsible for assuring that the in-

stitution has a competent administrative staff and faculty. The administrative staff is responsible for administration, and the teacher is responsible for teaching. In accordance with G.S. 115A, trustees must leave the nomination of administrative staff and teachers to the president of the institution.

As indicated in a previous section on enactment of policy, there should be a broad and general understanding that the board of trustees will accept advice from all sources. The staff and faculty are included.

"Responsible faculty participation . . . makes for the best academic community . . . a wise board will seek advice through the proper channels from the professional experts whom it has employed to carry out the academic program. Such a policy will build up morale, increase the feelings of solidarity within the academic family, and safeguard the democratic process characteristic of American higher education."[9]

Trustees, administrative staff and faculty relationships will be strengthened by the president when he provides, through himself and others, for an adequate channel of advice to trustees.

2. Fringe Benefits

Fringe benefits for administrative staff and faculty members in community colleges and technical institutes are very frequently the added attraction that causes a person to accept employment. Within State Board of Education policies and regulations and local capabilities, trustees should provide a liberal fringe benefit program.

Trustees should concern themselves with local salary supplements and adequate vacation policies.

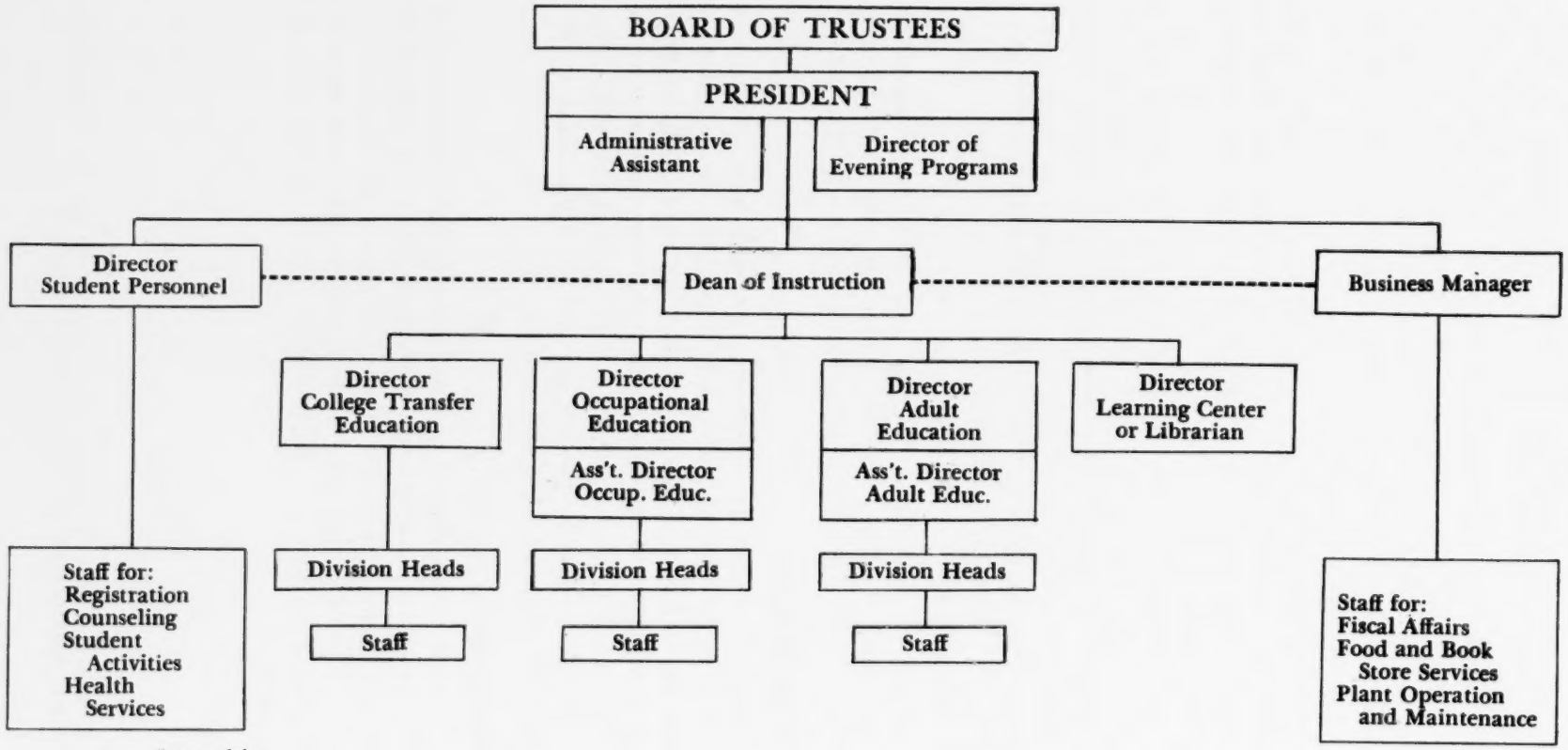
3. Employment Policies

It is the responsibility of trustees to see that there are employment policies established consistent with State Board of Education policies in employment, promotion, and retention of administrative staff and faculty. Furthermore, each administrative staff and faculty member should be furnished a copy of these policies at the time of his employment.

---

9. Ben C. Fisher, *A Manual for College Trustees,* The Council on Christian Education, Baptist State Convention, Raleigh, 1968, p. 33.

COMPREHENSIVE COMMUNITY COLLEGE
STAFF ORGANIZATION CHART



Annex A

D. Trustees and the Students

1. Over-all Responsibility of Trustees

It is a responsibility of trustees to adopt student personnel policies that will provide unity of student personnel administration, a full understanding of the purposes and programs, clear admission requirements, sound record keeping, and a strong guidance and counseling program consistent with the "'open-door" policy. General Statute 115A-14 specifically assigns to the trustees the responsibility "to apply to the standards and requirements for admission and graduation of students and other standards established by the State Board of Education."

The State Board of Education has adopted a policy that "technical institutes and community colleges shall maintain an open door admission policy to the institution for all applicants who are high school graduates or are school leavers 18 years old or older; with selective placement in the different curriculums within the institution, such selective placement to be determined by the officials of the institution, based on the admission requirements approved by the State Board of Education for each curriculum and each course offered." The Board also has approved the enrollment of the school drop-out between 16 and 18 years old, providing that his needs can best be served by one of these institutions rather than the public schools. Trustees must remember that the total effort is made in behalf of the student.

"The only reasonable way to judge a college is not by the size of its campus or by the abundance of its financial resources or by the number of books in its library or even by the publications of its professors. The college is to be judged by the quality of its human product. The test of a successful college education is not to be found in the amount of knowledge which the graduates take away with them, most of which will be forgotten in any case, but rather by the appetite to know, by the determination to continue the educational process and by the ability to think and act maturely."[10]

The trustee-student relationship has never before been as important in higher education as it is today.

Trustees of community colleges and technical institutes must understand, appreciate, and maintain close communication with the students at all times. This is especially true since the trustees are responsible for developing academic excellence in accordance with

10. Elton Trueblood, *The Idea of a College*. New York: Harper & Row, Publishers, Inc. 1959, p. 62.

the standards and evaluative criteria which have been developed and approved by the State Board of Education.

The institution is designed and operated for students. They must be counseled into programs that best fit their needs. The student is the end product and, therefore, becomes the final objective of institutional administration.

Trustees should be familiar with and concerned with student government, athletics and other activities, and with student aid.

2. Student Conduct.

In this day and age with rising student demands, trustees cannot divorce themselves from student conduct on the campus. The trustee must understand the problems of the student and the underlying causes for his everyday behavior. See page 38 for information concerning trustee responsibilities in times of campus crisis.

In so far as possible, trustees should try to foresee problems which might arise from improper student conduct and take necessary action to prevent such problems.

A law enacted by the 1969 General Assembly gave the Governor emergency power to deal with campus problems. This law gives the Governor authority to order public buildings evacuated during an emergency and to provide the penalty for violation.

E. Trustees and Educational Programs

One of the primary purposes of this manual is to assist trustees and the administration and the faculty in the improvement of educational programs in the institutions.

General Statutes 115A-4 states that when a board of trustees requests approval for the establishment of an educational program, "it shall be a matter of general policy of the State Board of Education to require that it be demonstrated to the satisfaction of the State Board of Education that the educational and occupational needs the proposed program is designed to meet are not already met by similar educational programs maintaining standards acceptable to the State Board of Education in other public or private schools in the administrative area of the industrial education center. In approving the request of the board of trustees of an industrial education center for the establishment of an educational program, it shall be a matter of general policy of the State Board of Education to require that it be demonstrated to the satisfaction of the State Board of Education that the industrial education center is not assuming the continuing responsibility for providing for individual manufacturing

firms or corporations the routine training required for regular operator training in the factories of the firm or corporation made necessary because of turnover of personnel."

At the present time State Board of Education policies have been adopted concerning:

- Types of programs
- Course numbering system
- Degrees, diplomas, and certificates
- Establishing curricula or terminating curricula
- Business education courses
- Manpower Development Training
- Enrollment of students
- College transfer programs
- General adult and community service programs
- Special education programs
- Industrial services programs

These policies along with other State Board policies dealing with community colleges and technical institutes are published and distributed by the Department of Community Colleges to all institutions.

Trustees are responsible for seeing that the institution offers educational programs which meet the needs of the people the institution proposes to serve. In order that the educational programs be effective in carrying out the purposes of the institution, trustees should encourage, support, and provide policies for educational programs in line with the following:

- The open door admission policy to the institution, with selective placement in some worthwhile program adapted to the individual's preparation and leading to his educational and occupational objective.
- After admission, the effective adjustment of program placement and instruction to the end that each individual will have the best possible opportunity to start where he is and progress as far as he can and will go, within the assigned function of the institution.
- Upon completion of the program, the assurance that the student will have had the quality of instruction and will have completed the curriculum that will make it possible for him to meet successfully the demands of the job for which he has prepared, or to transfer to another institution.
- The effective meeting, through the educational programs offered, of the comprehensive educational needs of the areas served, consistent with the assigned educational role.

Also, in community colleges and technical institutes, General Statue 115A-14 assigns to the trustees the responsibility "to provide all or part of the instructional services for the institution by con-

tracting with other public or private educational institutions of the State, according to regulations and standards adopted by the State Board of Education."

In accordance with the above legal statement, the State Board of Education has adopted policies relating to standards for instructional service contracts between community colleges or technical institutes and colleges and universities. Also, the Board has approved vocational curriculum contract standards for the guidance of trustees in contracting with private schools.

It is a basic responsibility of trustees to make sure that the institution is offering the very best educational program possible within the means available.

> "Presenting a meaningful educational balance sheet calls for the highest ingenuity of president and faculty and for appreciative and thoughtful consideration by members of the board. A sympathetic interpretation of the quality and achievements of teachers and students can be of great value to trustees. The educational work of the college is the sole reason for its existence, not the balancing of budgets nor the building of great plants, important as these are.
>
> "As much time as is feasible at a board meeting should be given, therefore, to an interpretation of the educational progress of the institution. What is the status of the teaching staff? Is there any educational experimentation going on? Have alumni new achievements to their credit? What is the quality of the student body? What are student-faculty-administrative relationships? Is the library developing adequately?
>
> "These and a host of similar questions will help to portray the educational balance sheet. The answers will come to the president mainly from the deans, faculty members, and students."[11]

F. Trustees and Financial Management

A primary responsibility of trustees is that of financial management and development of the institution. Trustees and administrators must see that local and State funds are sufficient to provide programs of optimum quality and that the funds are managed effectively. Trustees must work closely with the president in adopting sound fiscal management policies consistent with the law governing community colleges and technical institutes, State Board of Education policies and accounting procedures, and departmental procedures.

In general, trustee responsibilities with regard to financial management may be placed in the following categories: methods of financ-

---

11. Wiche, Myron F., *Handbook for Trustees.* Board of Education, The United Methodist Church, Nashville, Tennessee, 1969, pp. 27, 28.

ing, institutional budgets, payment of funds to and disbursement of funds by institutions, surety bonds, insurance, and conversion of institutions.

1. Methods of Financing (General Statute 115A 18-26)

Financial support for institutions in the Community College System is provided as follows:

STATE—Equipment and library books are provided by the State. Matching funds up to $500,000 for capital or permanent improvements may be provided by the State to community colleges and technical institutes. Additional capital funds may also be provided to qualifying institutions through several federal acts. Salaries and travel of administrative and instructional personnel and the cost of supplies and materials are paid by the State.

LOCAL—Acquisition of land and erection of buildings is a local responsibility beyond any assistance which may be provided by the State and federal governments. Current expense involved in the operation and maintenance of the plant is also a local responsibility. Local funds may also be used to supplement any State budget item. Trustees must see that ample local funds are provided.

STUDENT—Students (including curriculum and extension) bear about nine percent of the cost of operation. For students in full-time curriculum programs, this amounts to $32 per quarter for tuition charges for vocational and technical programs and $42 for college transfer programs. Extension students may be charged instructional supply fees, depending on the type of class taught. The distribution of operating costs is shared approximately as follows: State 80%, Local 11%, and Student 9%.

2. Institutional Budgets (General Statute 115A 27-28)

Although the trustees have final responsibility for the budget, the president and his staff are responsible for the preparation of the budget. This includes appropriate recommendations, for its being in conformity with budgetary standards approved by the State Board of Education, and for seeing that the budget and supporting data are made available to the trustees. Once this is done, it is the responsibility of the trustees to examine and make such changes as deemed necessary and give final approval to the budget.

Even though allocation of current expense funds is largely a State responsibility and funds must be expended in accordance with the law and State Board of Education policies, trustees have a responsibility to see that the budget is followed and that commitments

are not made which cannot be met. Among other things, trustees should concern themselves with whether the budget is ample to carry out the purposes of the institution. They should be concerned with local supplements; percent of the budget used for various educational programs, library, plant operation and maintenance, food service operation, student aid; money spent on extra curricula activities; and salaries paid to administrative and faculty personnel.

In compliance with General Statute 115A 27-28 and State Board of Education policies, trustees have the following budgeting, accounting, and fiscal management responsibilities:

> Prepare and submit a capital outlay budget and current expense budget . . . (Including supplementary current expense budget if desired.)
>
> Pay all obligations incurred in the operation of the institution promptly and when due, and to this end boards of trustees shall inform the taxlevying authority from month to month of any anticipated expenditures which will exceed the current collection of taxes and such balance as may be on hand, if any, for the payment of said obligations, in order that the taxlevying authority may make provision for the funds to be available. If a board of trustees shall willfully create a debt that shall in any way cause the expense of the year to exceed the amount authorized in the budget, without the approval of the taxlevying authority, the indebtedness shall not be a valid obligation of the institution and the members of the board responsible for creating the debt may be held personally liable for the same.

3. Payment of Funds to and Disbursement of Funds by Institutions. (G.S. 115A 29-30)

General Statute 115A 29-30 and State Board of Education policies specify the manner in which State and local funds are paid to boards of trustees, as well as how the funds will be dispensed. Trustees are responsible for complying with these General Statutes and State Board of Education policies, financial and accounting procedures in handling funds.

With regard to the disbursement of institutional funds, General Statutes 115A-30 assigns specific responsibilities to trustees relative to the manner of disbursement of public funds. Trustees must see that funds are disbursed in accordance with the General Statutes as well as State Board of Education policies, financial and accounting procedures.

4. Surety Bonds. (General Statutes 115A-33)

In accordance with General Statute 115A-33 and State Board of Education policies, the board of trustees must require that all insti-

tutional employees who handle funds or property be adequately bonded.

5. Insurance. (General Statutes 115A (17) (34-35)

General Statute 115A (17) (34-35) specifies trustee responsibilities relative to liability insurance, fire and causalty insurance on buildings and contents, and tort actions against boards of trustees.

6. Workman's Compensation. (General Statute 115A-16)

In accordance with General Statutes 115A-16, the "trustees of each institution shall be liable for Workmen's Compensation for employees whose salaries or wages are paid by the board entirely from local funds or special funds."

7. Purchase of Annuity or Retirement Income Contracts (General Statutes 115A 17-1)

Trustees, in accordance with General Statute 115A 17-1, may authorize the business officer or agent of the institution to enter into annual annuity or retirement income contracts with employees.

The following are examples of questions which trustees should ask concerning the institution's finances:

1. What are the anticipated sources of income?
2. How does this income compare with that of last year?
3. Is the budget balanced?
4. Is a deficit anticipated: If so, how will it be handled?
5. What reserves have been established for contingencies?
6. Is a surplus anticipated? If so, how will it be used?
7. What percent of the budget is used for general administration and general expense, for instruction and research, for library, for plant operation and maintenance?
8. Are auxiliary enterprises operating at a profit or loss? If losing, why?
9. What funds are available for student aid?
10. How much money is being spent and for what purposes on extra-curricular activities?
11. What are the salary scales of administrative officers and academic personnel?
12. How do tuition and fees of this institution compare with those of other institutions of like nature and size?
13. What are the immediate capital needs?
14. How do expenditures per student in the area of instruction and library compare with those of other schools of comparable size?[12]

---

12. Fisher, *op. cit.*, pp. 25-26.

G. Conversion of Institutions

When trustees of a contracted technical institute deem it advisable to recommend that the institute be converted into an independent institution, they may initiate, with the approval of the local sponsoring board of education and the local county commissioners, an application to go to the State Board of Education for independent institution status. Such application is not to be requested to become effective until the institution has operated as an extension unit (contracted technical institute) for at least two years.

The only differences between a contracted technical institute and a chartered technical institute grow out of the change from operating under the contract authorized under G. S. 115A-5, and operating as an independent technical institute as defined under G. S. 115A-2(3). These differences are as follows:

- Four additional trustees are appointed by the Governor, making a 12 member board of trustees.
- The board of trustees becomes independent of the local sponsoring board of education as it requests local funds from the county commissioners, administers such funds, holds title to property, etc.
- The voters of the administrative area (see G.S. 115A-2(6) and G.S. 115A-20) are required to authorize the local financial support required.

An election is necesary for the conversion of an institution from a contracted status to an independent status. (See Note below.)
(Note: A constitutional amendment, if approved in the fall of 1970, may change this requirement.)

When trustees of a chartered technical institute find it desirable to request the addition of the college transfer program, they should follow the procedures outlined below:

The local board of trustees determines that there is sufficient unmet educational need for the transfer program in the commuting area to justify a thorough study, and formally requests assistance from the State Department of Community Colleges in making the survey.

The survey is made as directed by the board of trustees, with staff members of the State Department of Community Colleges serving as consultants.

After the survey is completed, the board of trustees decides whether or not to make a formal request to the State Board of Education for approval.

If a formal request is made for approval, the State Board of Education considers the request and the survey report supporting the

request, and determines what action it should take. (A local delegation may appear at this time to support the request.)

If the State Board of Education gives its approval, the request and a copy of the survey report is forwarded to the Governor and the Advisory Budget Commission, with a statement setting forth what additional State funds will be required for the conversion.

If the Governor and Advisory Budget Commission approve the conversion, the people vote on the local financial support required, unless local voter approval has already been secured for the support of the institution, which approval is determined to be legally valid after the conversion is made.

After the State Board finds that State and local financial support is available, the institution is formally recognized as a community college.

Instructions for the conversion of an institution are contained in a publication of the State Board of Education, Department of Community Colleges, entitled **Guide for the Establishment or Conversion of an Institution of the North Carolina Community College System.**

H. Trustees and Facilities

1. Land. The trustees should see that long-range plans are made which include sufficient land for the future development of the institution. Trustees are authorized "to purchase any land, easement, or right-of-way which shall be necessary for the proper operation of the institution, when such site has been approved by the State Board of Education; and, if necessary, to acquire land by condemnation in the same manner and under the same procedures as provided in Article 2, Chapter 40 of the General Statutes. For the purpose of condemnation, the determination by the trustees as to the location and amount of land to be taken and the necessity therefor shall be conclusive." (G.S. 115A-14)

The acquisition of land is a local responsibility with whatever assistance may be obtained from the State and federal governments. Trustees will find it helpful to secure consultant help from the State Department of Community Colleges in the acquisition of land and the preparation of long-range plans for the institution.

2. Buildings. As in the case of land, buildings are a local responsibility beyond any assistance which may be provided by the State and/or federal governments. Matching funds of $500,000 for capital or permanent improvements may be provided by the State.

Trustees will want to familiarize themselves with specific requirements established by the State Board for capital construction, including approval of plans by the State Board itself and the Property Control Division of the State Department of Administration. Also, trustees need to be familiar with sources of federal funds.

Trustees must see that classrooms, laboratories-shops, library, offices, and service areas reflect the philosophy of the open door, comprehensive community institution.

3. Equipment. Even though equipment and library books are provided by the State, trustees should be concerned with equitable and appropriate distribution of equipment, insurance on all equipment, safe use of equipment, and comfort of the people who will use the equipment. Trustees are also responsible for assuring that equipment and supplies are purchased in accordance with "contracts made by or with approval of the North Carolina Department of Administration and State Board of Education Standards." (G.S. 115A-31)

I. Trustees in Time of Campus Crisis

Wise policy enactment by trustees, coupled with wise, forward-looking and sound administration of board policies by the president and his staff and faculty are factors that help to prevent a campus crisis.

"We need trustees who are working with the administration, the faculty, and the students to produce an institution of such intellectual excitment and with such a sense of momentum that a crisis is unlikely to arise."[13]

However, in spite of the best efforts of all concerned, the trustees of a community college or technical institute may be faced with a campus crisis.

"As distasteful as it may be, the whole problem of the disruption of the orderly academic and administrative processes and the question of 'necessary force' to protect the campus and the academic program have to be faced. The trustees, realizing that confrontations of many varieties will continue to occur on public and private campuses, must, if they have not already done so, take whatever action is necessary to anticipate, and to deal effectively and judiciously with, such activities. Policy statements should be drawn up and approved; however, only after all possible data relative to campus crises and

---

13. Address by Governor Robert Scott, Conference of Trustees on "Trustee Responsibility for a Campus in Crisis." Chapel Hill, North Carolina, December 10, 1969.

problems have been compiled, sifted, and analyzed. The trustees should utilize all available resources, including statutory regulations, legal opinions, information from other campuses, and the considered judgments of administration, faculty and students. Once a policy statement has been approved, it should immediately be given the widest possible publicity in the campus community.

"It should be understood that the implementation of the approved policy, in the event of a campus crisis, would be left to the administrative officers. The educational leaders are closest to the problem and should deal with it. If the administration is bypassed either deliberately or thoughtlessly, there is risk of undermining the authority of the administration in other important matters.

"While it is hoped that it will not be necessary to use civil authority, sometimes it is necessary. Indecision and vacillation, as opposed to deliberate delay, do not help.

"It is the prerogative of the trustees to set up whatever 'courts of appeal' may be desirable for hearing complaints from any segment of the campus. Whatever their delegation of authority, however, the trustees ultimately have an obligation to maintain order and enforce discipline when the regular and essential operation of the institution is threatened or the educational purpose is subverted. An institution which by its very nature is guided by intelligence and reason cannot tolerate the substitution of violence for the power of persuasion, nor permit anarchy under the guise of dissent or civil disobedience."[14]

If trustees are to be effective in the prevention of or in dealing with a campus crisis, it is essential, among other things, that they be informed and knowledgeable about students' rights.

There is an effort underway to gain broad acceptance and approval of a document popularly called the **Student Bill of Rights,** a document already endorsed by a number of national educational organizations.

Although the document is aimed primarily at colleges and universities, trustees of community colleges and technical institutes might do well to obtain a copy of this important document. A draft of the **Student Bill of Rights** has been published by the North Carolina Board of Higher Education.[15]

---

14. *Duties and Responsibilities of College and University Trustees,* Special Report, 3-69 (December 1969) North Carolina Board of Higher Education, Raleigh, North Carolina; pp. 34-35.

15. *Ibid.,* p. 91.

VIII. Conclusion

In performing the very important duties and responsibilities which have been outlined in this manual, trustees must always be cognizant of the purposes of the North Carolina Community College System in guiding their institution toward its own purposes and objectives.

"Let us be absolutely certain of what our purposes are as we undertake to build a strong Community College System. These institutions cannot be divorced from the urgent concerns of high public policy in the State, for they owe their existence to the fact that the State (in transition from an agricultural to an industrial economy) identified and gave highest priority to the needs of tens of thousands of people who must have a different and a more thorough kind of education, if they are to make the transition our changing economy requires of them. The challenge which has come to you to build an institution of this kind is the direct result of State action—action that followed logically upon the identification of needs that are not simply local, but that are both local and Statewide. As each community has responded to this challenge, it has in fact accepted as its basic purpose the opening of new doors of opportunity to people who are caught up in the winds of these changing times and who (if they do not have the opportunity to train and retrain themselves) will become the victims rather than the beneficiaries of our industrialization. The major purpose of each institution must be to help the people of North Carolina prepare themselves for useful and meaningful lives in an environment that is far different from that of our past."[16]

---

16. Dallas Herring, op. cit.

APPENDIX A

EVALUATIVE CRITERIA FOR TRUSTEES AND TRUSTEE BOARDS OF COMMUNITY COLLEGES AND TECHNICAL INSTITUTES

Rate yourself or your board by checking the appropriate column. Six of the items should be rated on an individual basis, whereas the remainder of the items should be rated for the board as a whole.

Criteria

TRUSTEES AND THE COMMUNITY COLLEGE SYSTEM

1. Trustees are familiar and committed to the role of the Community College System and the role of the institution.
2. The institution's role and purposes are consistent with the role and purposes of the Community College System.

TRUSTEES AND THE LAW

3. Trustees are familiar with duties and responsibilities of trustees as set forth in GS 115A.
4. The board is organized in accordance with GS 115A.
5. The board functions within the framework and performs responsibilities as assigned under GS 115A.
6. The board is familiar and complies with all laws, whether State or federal, affecting community colleges.

POLICY ENACTMENT BY TRUSTEES

7. The board functions within the framework of policies of the State Board of Education and administrative procedures of the Department of Community Colleges.
8. The board is primarily concerned with enacting policy and seeing that policy is executed.
9. Execution of policies is left to professional educators.
10. Policies enacted by the board are comprehensive and are consistent with the "open-door policy."
11. There is general understanding that policy proposals from any source will be welcomed, heard, and considered by the board.
12. Special provision is made for organization of professional and non-professional staffs of the institution for proper participation in the policy-making process.
14. Institutional policies and bylaws are provided in an operational manual.
15. There is wide dissemination of policy information to all concerned.
16. The board supports the administration in the execution of policies.

Response

Excellent	Good	Average	Fair	Poor	Missing	Uncertain

Criteria	Response						
	Excellent	Good	Average	Fair	Poor	Missing	Uncertain
BOARD MEETINGS							
17. Only one person, the president, is responsible to the board and he is present at all board meetings.							
18. The president makes an annual report to the board, giving a clear overview of the institution.							
19. An agenda is prepared in advance for each meeting and is mailed to every member.							
20. The board shall elect a chairman, vice-chairman, and secretary.							
21. The board meets at least every three months and more often, if necessary.							
22. There is a regularly scheduled meeting date, time, and place for board meetings.							
22a. The bylaws specify the number to be present for a quorum.							
23. Manner of appointment and functions of the committees of the board are specified in the bylaws.							
24. The committee structure of the board is effective.							
25. A trustee does not speak for the board except when authorized to do so.							
TRUSTEES AND THE INSTITUTION—STANDARDS AND ACCREDITATION							
26. The board understands and supports standards and evaluative criteria by which the institution is measured.							
THE PRESIDENT							
27. In selecting a president, provision is made for staff and faculty participation.							
28. The president is not bypassed by the board in its dealing with the institution.							
29. Trustees are provided with State statutes, State Board of Education policies, policies of its own board, job descriptions, and institutional publications.							
30. The president conducts local workshops for his trustees at sessions other than at regular board meetings.							
ADMINISTRATIVE STAFF AND FACULTY							
31. The board enacts local policies that will encourage professional growth of administrative staff and faculty.							
32. The board leaves the nomination of administrative staff and faculty to the president.							

Criteria	Response						
	Excellent	Good	Average	Fair	Poor	Missing	Uncertain
33. Trustees do not solicit or encourage faculty gripes.							
34. Trustees do not become advocates of someone seeking a job at the institution.							
35. The board, through proper channels, seeks advice from and maintains close communication with professional educators of the institution.							
36. The board provides local salary supplements where possible and maintains close communication with professional educators of the institution.							
37. Trustees do not conduct personal investigations of staff, faculty, or student problems.							
THE STUDENTS							
38. The board adopts student personnel policies that will provide for unity of personnel ad- and programs, clear admission requirements, sound record keeping, and a strong guidance and counseling program.							
39. The board, through proper channels, maintains close communications with students.							
40. Insofar as possible, the board tries to foresee problems which might arise from improper student conduct and takes necessary action to prevent such problems.							
EDUCATIONAL PROGRAMS							
41. The board sees that the institution has an open-door admission policy and that it offers educational programs which meet the needs of the people the institution proposes to serve.							
42. When necessary to meet educational needs, the board contracts with other public or private educational institutions of the State.							
FINANCIAL MANAGEMENT							
43. The board sees that local funds are sufficient for institutional support and that funds are managed effectively.							
44. The board examines, makes such changes as necessary, and gives final approval to the institution's budget.							
45. The board sees that the budget is followed and that commitments are not made which cannot be met.							
46. The board sees that funds are disbursed in accordance with State law and that State Board of Education policies, financial, and accounting procedures are followed.							

Criteria	Response						
	Excellent	Good	Average	Fair	Poor	Missing	Uncertain
47. The board requires all institutional employees who handle funds to be adequately bonded.							
48. The board requires that adequate liability, fire and casualty, and other necessary insurance be carried by the institution.							
49. When an institution is ready to move to independent status or, if already an independent institution, to add the college transfer program, the board takes the lead in making such a move.							
50. When necessary, the board requests that additional local taxes be levied in support of the institution.							
LAND-BUILDINGS-EQUIPMENT-LIBRARY BOOKS							
51. Long-range plans which include sufficient land and adequate facilities are prepared by the board.							
52. The board sees that the institution has adequate and appropriate library books and equipment.							
IN TIME OF CAMPUS CRISIS							
53. In an effort to prevent disruption of orderly academic and administrative processes, the board utilizes all available resources, including statutory regulations, legal opinions, information from other campuses, and the considered judgment of administration, faculty, and students in the preparation of policy statements.							
54. In dealing with a campus crisis, the board does not bypass educational leaders.							
55. When necessary, the board sets up whatever "courts of appeal" that may be desirable for hearing complaints from any segment of the campus.							
56. The board is informed and knowledgeable about students' rights.							

APPENDIX B

EXAMPLE OF AN OUTLINE FOR BYLAWS OF A BOARD OF TRUSTEES OF A COMMUNITY COLLEGE OR TECHNICAL INSTITUTE

APPENDIX B

Bylaws of The Board of Trustees

of

_____

(See G.S. 115A)

NOTE: This format with some adaptations is that of the Davidson Community College, Lexington.

ARTICLE I

Responsibility and Membership

Section 1. Jurisdiction and Responsibility—(Legal basis for establishment, responsibility, official title, and other overall duties.)

ARTICLE II

Officers and Their Duties

Section 1. Election and Term of Office
Section 2. The Chairman of the Board of Trustees
Section 3. The Vice-Chairman of the Board of Trustees
Section 4. The Secretary of the Board of Trustees
Section 5. The Treasurer of the Board of Trustees
Section 6. The President

ARTICLE III

Power and Duties of the Board of Trustees
(See G.S. 115A)

ARTICLE IV

Committees

Section 1. Types of Committees and Method of Appointment
Section 2. Limitation of Authority of Committees
Section 3. The Executive Committee of the Board of Trustees
Section 4. Standing Committees — (Name and define duties and responsibilities.)

ARTICLE V.

Meetings

Section 1. Regular Meetings — (Frequency, date, time, place, etc.)
Section 2. Special Meetings
Section 3. Notice of Meetings
Section 4. Quorum — (Number of members required and matters requiring majority vote.)
Section 5. Agenda — (Responsibility, distribution, preparation, advanced notice, and other matters concerning the agenda.)
Section 6. Parliamentary Rules
Section 7. Individual or Group Hearings — (Procedures for individuals as organized groups for appearing before the Board.)

ARTICLE VI

Administration

Section 1. Coordination within the Institution — (Programs and people served)
Section 2. The President — (Authority and responsibility for the institution)
Section 3. Succession to the Presidency
Section 4. Constitution — (Provision for constitution, if adopted, and procedure for approval and amending.)
Section 5. Personnel — (General qualifications, manner of employment, contracts, etc.)
Section 6. Academic Freedom and Responsibility — (Responsibilities of institution and board.)
Section 7. Diplomas and Certificates

ARTICLE VII

Policies, Rules and Regulations

Section 1. General Provisions — (Authority of the board to make or amend policies, rules and regulations.)
Section 2. Notification and Publication — (Responsibility and distribution.)

ARTICLE VIII

Adoption and Amendment

Section 1. Adoption — (Conditions required for adoption of bylaws.)
Section 2. Amendments — Conditions required for amending bylaws.)